



September 2018 – February 2019

Joint Winterization Response Strategy

The Government of Afghanistan and the Emergency Shelter/NFI Cluster

(Endorsed by the DiREC on 9 October 2018)



Passive Solar System (plastic veranda)



Passive Solar System (plastic veranda)



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1. General Overview:

- I. The last winter season (2017/2018), was mild as compared to 2017 but with severe cold temperatures. Minus 14 degree was reported in Badakhshan, Bamyan, Daykundi, Paktyia and Ghazni while temperature in Kabul went to minus 8 degree during the winter. There were few incidents of avalanches and limited snow fall.
- II. For the 2017/2018 winterization response, the Cluster assisted 376,068 individuals including 304,605 individuals through cash assistance out of 451,794 individuals assessed and selected. Additional 188,126 blankets were distributed. This minimize negative effects on the most vulnerable population including negative coping mechanisms associated with early marriage, child labor and other protection concerns (UNHCR PDM).
- III. While the number of conflict displacements and returns are low in 2018 as compared to 2016 and 2017, some families are still living in worsening shelter conditions compounded with the economic situation as well as general situation in Afghanistan results to compelling humanitarian needs. Moreover, Afghanistan consists of 70% mountainous areas at high altitude making populations located in these areas more vulnerable to winter conditions.
- IV. According to IOM-HAP assessments, 39,453 individuals whose houses were partially damaged due to flood are in need to repair their damaged shelters. Particularly in Muqur district of Badghis province, flash floods damaged almost 80 percent of homes and water sources.¹ Some 14,196 individuals are in need to repair their partially damaged shelters.
- V. Additionally, over 250,000 people displaced by ongoing drought situation are still living in makeshift conditions that do not enable dignity, privacy and protection from the elements in Herat and Badghis. These families would require additional assistance to support them through the winter months (Inter-agency assessment, REACH assessment 2018). The cluster is making all efforts to mobilize resources including through the AHF reserved allocation of \$3 million but this will only address some of the current immediate shelter and NFI needs of drought displacement.
- VI. As per the 2018-2021 HRP and Humanitarian needs overview and coupled with the drought displacement, the Cluster plans to support 581,389 most vulnerable individuals including those that are currently displaced due to drought. Assistance will target mountainous areas at high altitude through mainly cash based assistance. About 20% most vulnerable (116,278 individuals) will be supported to upgrade existing shelters in poor conditions including installation of solarized verandas to reduce the cost for heating. Particularly in Herat, approximately 1,500 most vulnerable families will be assisted through cash for rent for host family arrangements should conditions allow.
- VII. Cluster partners report increased child mortality associated with poor shelter conditions and lack of adequate health care. Reports (HMIS, 2018) indicate U5 mortality rates of 2/10,000 in IDP camps, exceeding the emergency threshold. In Herat IDP settlements 48.6 per cent of household's experience cases of acute watery diarrhea (AWD) and 20 per cent experience respiratory tract, chest and skin infections. The situation is deteriorating and

¹ CRDSA-Shelter and WASH Needs Assessment in Moqur District, Badghis Province

multi-faceted (incl. negative coping mechanisms associated with early marriage and child labor)

- VIII. According to the August 2018 Whole Afghanistan Assessment (WOA) conducted by REACH in all 34 Provinces including drought displacement in Herat and Badghis, 57% in the West, 42% in Northeast followed by 28% in the North and 24% in the Central Regions are people in need winterization assistance.
- IX. Winterization is one of the Core Focus Areas of the DiREC Policy Framework and an integrated part of the ES/NFI Cluster Strategy. UNHCR is the ES/NFI Cluster Lead Agency with support from IOM as the Co-chair.
- X. In coordination with the government, **approximately 83,056 families² (581,392 individuals)** are expected to be affected by the impending winter conditions. The projections are based REACH multisector survey which informed the 2018-2021 HRP planning and the WOA results reflected mainly for Herat and Badghis.
- XI. As winter temperatures including wet weather approaches, preparedness and response measures are vital to providing life-saving assistance in mitigating modality, protection risks, protection from elements and other health risks that are associated with the harsh weather conditions.
- XII. A timely winterization response will save lives, prevent and mitigate protection risks (especially for women and children) and assist to address the extreme weather-related causes of poor health outcomes, overcrowded conditions, negative coping mechanisms and secondary displacements, amongst others

2. Objective of the Winterization Response:

- I. The primary objective is to provide a coordinated and timely winterization life-saving response to the most needed vulnerable population through a community-based approach. This is consistent with DiREC goal two (2).
- II. Based on lessons learned from the *2018 UNHCR Post Distribution Monitoring*, all measures will be taken to avoid reoccurrence of issues related to information management, coordination, mobilization of resources and communication with communities, post-distribution monitoring, due diligence in the beneficiaries' selection process and effective monitoring and reporting during the implementation phase.
- III. **The objective is limited to Winterization and does not include other inter-sectoral or inter-cluster Natural Disaster Responses such as sudden onset emergencies including flooding, landslide, earthquake and avalanches. For these specific cases, OCHA will lead the inter-cluster response in coordination with the Government.**
- IV. As part of the exit strategy the cluster will promote the use of Passive Solar System (plastic verandas) which reduces the cost of heating materials by around 35%. This initiative is more sustainable.

3. Coordination:

The Government of Afghanistan is leading and coordinating the overall Winterization Response.

² Refer to annex 1 (Projections per province)

- I.** **Coordination at the National Level:** The ES/NFI Cluster (UNHCR as the Lead Agency in coordination with IOM as the Co-chair) will liaise directly with MoRR and ANDMA (representing the government) to coordinate the overall Winterization Response and address any situation that may arise.

Both MoRR and ANDMA will provide regular updates to the government through the DiREC while UNHCR as the ES/NFI Cluster Lead Agency will keep all partners informed at the National Level through the current ES/NFI Cluster mechanisms.

As may be needed, the ES/NFI Cluster Coordination Team will arrange a joint monthly meeting with the government (MoRR & ANDMA) and Cluster partners involved in the Winterization response to brief on the response, gaps and challenges.

- II.** **Coordination at the Provincial Level:** ES/NFI Cluster (UNHCR in coordination with IOM and the Provincial Focal Points) will liaise directly with DoRR, ANDMA (Representing the government) to coordinate the overall response at the Provincial level.

DoRR will provide regular updates to the Provincial Governors and other entities on the response and follow-up to address any challenges or concerns. The Cluster will inform the humanitarian partners regularly through the current coordination mechanisms with the participation of DoRR, OCHA and ADNMA. In areas where an inter-cluster response is required, OCHA will coordinate the response.

Humanitarian Agencies: A total of seven humanitarian agencies (**IMC, AKDN, CARE, QRCS, UNHCR, IOM, and Mission East**) are currently involved in the winterization response. However, other Cluster partners are interested but the lack of resources is the major challenge.

- III.** **Timeline:** Extreme winter conditions usually occur from December – February. All efforts will be made to ensure that assistance is delivered in the high winter season in a timely manner. Assessments will commence in October subsequently with the delivery of assistance.

IV. **Minimum Winterization Package:**

The agreed standard Winterization assistance is **\$200** in cash that is covering the heating materials need for three months. The base for the calculation of this amount is as below,

- One Gas Cylinder 5kg Capacity and 60kg gas/month x 3 months

The cash is providing more choice for beneficiaries to buy heating materials according to their local market available materials and their local context.

As a complementary assistance, 3 double size/6 single size blankets and winter clothing can be distributed following needs assessment.³

V. **Modalities and types of assistance**

Cash based intervention is the agreed modality of assistance to ensure flexibility in addressing the urgent and specific needs in an effective and timely manner. As part of the response and contingent with the availability of resources, extremely vulnerable families will be supported to upgrade existing shelters that are in very bad conditions and three months cash for rent. The types of assistance varies according to needs:

³ [ES/NFI Standard Winterization Package](#)

- **Immediate shelter assistance prior to winter:** **a)** replacement of damaged tents, **b)** provision of materials, tools and support to upgrade existing shelters in very bad conditions **c)** emergency shelter kit as appropriate to those living in open space. This assistance is to be provided from September to November 2018 before the harsh winter in December 2018 – February 2019.
- **Winterization Assistance Package:** **a)** cash assistance for winter kits, **b)** cash assistance for rent for temporary relocation from extremely high winter unsuitable conditions and in particular vulnerable displaced families in spontaneous sties of Herat, **c)** distribution of extra blankets and clothing if available

4. Beneficiary selection, Targeting, vulnerability and cross-cutting issues

- Winterization interventions will be based on the most urgent shelter and NFIs needs to raise and maintain appropriate body temperature, provide protection from elements and mitigate protection and health associated risks.
- Targeting methodology will be protection sensitive and will consider mitigating protection risks for women and children in particular on the basis of protection risks analysis as set out in the ES/NFI Cluster strategy.
- Further, the vulnerability targeted approach will be community needs based and not on a status based approach to maintain peaceful coexistence.
- In addition to the most vulnerable families, priority will be given to those expected to be in critical climatic conditions due to altitude, temperature and weather, including the following
 - Families living in open space
 - Families living in damaged, makeshift and poor shelters conditions
 - Families at risk of forced eviction
 - Families living in informal settlement
 - Families forced to relocate and in urgent need of shelter assistance

I. Beneficiary Selection:

- A list of vulnerable families/Households who meet the criteria (Vulnerable IDPs, Returnees, host community without any support or income in need of Winterization assistance) can be referred by a Community Beneficiary Committee (Representative of the community, CDC, IDP, Shura, Returnee ensuring that women are represented) in coordination with DoRR, Provincial authority or by agencies to the Beneficiary Screening/Selection Committee (UNHCR, ES/NFI focal Point, IOM, DoRR).
- The Beneficiary Selection Committee (BSC) will then screen the list to identify duplication before submitting it to the Joint Assessment Team (JAT) for verification in the field. The JAT would be comprised of cluster partners including UNHCR and IOM, DoRR, if possible or to be decided. During the field assessment, JAT can also include those who meet the criteria but were not recommended to the BSC.

- II. Targeting:** The assessment results including list of vulnerable population assessed will be provided to the BSC for screening, prioritization and selection of targeted beneficiaries using the vulnerability Code Card⁴. The final results will be shared through a coordination meeting with all partners and a coordinated response

⁴ *Vulnerability Score Card is a tool used to identify the most vulnerable families in dire need for targeted assistance. Refer to Annex 2*

arranged by prioritizing those districts expected to be highly impacted by the harsh winter.

- **The beneficiary selection process is not to delay the response but to ensure transparency and equal access to those in dire need. Winterization assistance is expected to be delivered within two weeks upon receipt of the list from the community or partners and following the assessments.**

5. Information Management

I. Needs Assessments:

- A total of 83,055 families (581,389 individuals) are estimated to be living in the high altitude winter areas in the 32 provinces and would be in need of winterization assistance. This is based on historical weather forecast of the highest average annual temperatures (IMMAP). The planning focus on new displacement and returnees in 2018 and vulnerable host communities as well as other affected population.
 - 19,103 returnee families (133,720 individuals)
 - 55,647 Internally Displaced Families (389,531 individuals)
 - 8,306 vulnerable host/affected communities families (58,139 individuals)
- The standardized winterization assessment tool will be used to ensure a harmonized approach and analysis of data. A confidentiality data sharing agreement of beneficiary information will be agreed especially in areas where two or more partners are expected to respond.
- Priority for the assessments will be conducted in areas expected to experience the harsh weather conditions as of October 2018⁵.
- During the assessment, JAT will seek the consent of beneficiary to share their data and any decision must be respected. The total projection of the population expected to be affected by the harsh winter is based on ES/NFI Cluster 2018-2021 HRP planning and the August 2018 WOA REACH data (for Herat and Badghis drought displacement) for planning purposes. The selection process will determine the actual targets and gaps.

II. Reporting: Winterization being one of the annual seasonal activities and in line with the DiREC, bi-weekly updates will be submitted through the DiREC Monitoring Cell.

- UNHCR as the ES/NFI Cluster Lead Agency will compile reports from humanitarian agencies and share with the DiREC Monitoring Cell in the agreed format.
- For the response by the Government, MoRR will compile the reports from the provincial government and share with the DiREC Monitoring Cell using the same agreed format.
- The DiREC Monitoring Cell will consolidate and finalize the joint reports and will share with the DiREC. Both UNHCR and MoRR will jointly cross check reports to ensure consistency and avoid discrepancies.

III. Monitoring: On-site monitoring is expected to take place by the individual agencies to ensure the delivery of assistance to the targeted population. Feedback and complaint mechanisms will also be at the distribution site with awareness on how the population can make use of the system. Joint monitoring with DoRR would be agreed.

- In line with the ES/NFI Cluster Strategy, each agency is requested to conduct Post Distribution Monitoring (PDM) using the agreed Cluster template or incorporate

⁵ Refer to the Winterization Plan Annex 3

specific Cluster questions within their agency's tool to measure impact, gather lessons learnt, strengthen accountability to the affected populations in April 2019 and share reports with the ES/NFI Cluster.

- IV. Information Campaign:** Community participation and awareness about the winterization response process including needs assessments, entitlement, complaints and feedback mechanisms are key to ensure a common understanding and mitigate high expectations as well as tensions. Moreover, awareness sessions will provide those living in tents with additional skills on how to improve insulation using additional the additional plastic sheets distributed.

Similarly, MoRR and ANDMA will inform DoRR and provincial authorities about the Winterization Response to enhance coordination and facilitate humanitarian access.

6. Resource mobilization (capacity and gaps):

As per the projection **83,056 families** will be in need of winterization assistance which translates to **\$21,594,463** of the overall needs based on the standard package of **\$200 per family to last an average three months**.

- So far, the Cluster has planned capacity to cover **17,142 families (\$4,456,920) with heating materials for three months** through advocacy with bilateral donors and the common humanitarian funding mechanisms leaving a gap of **65,914 families (\$17,137,543)**. **Additionally, clothing and blankets are planned for 9,000 families to complement the assistance.**

Summary of commitment by agencies so far:

Agency	Planned families	Package per family
UNHCR	13,000	\$200 for heating materials
AKDN	600	300 winter tent,300 tarpaulin, 1800 single blankets)
IMC	800	Heating materials
CARE	400	\$200 for heating materials
IOM	2,125	\$200 for heating materials
Mission East	700	\$200 cash
QRCS	1,000	Winter clothing for children and blankets
UNICEF	6000	Winter clothes and blankets
DRC	450	\$200 for heating materials
Save the Children	1000	Winter clothes
Concern WW	1000	Winter clothes

In view of the above, the total needs and gaps for the standard package of \$200 for three months heating materials can be translated as below:

Total families in need	Planned resources by the Cluster members (families)	Gaps (families)
83,055	17,142	65,914
\$21,594,920	\$4,456,920	\$17,137,543

**The funding gap includes direct amount to the affected families and operational costs*